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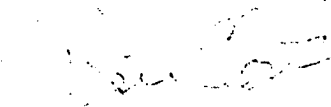
THE WHITE HOUSE  
WASHINGTON

February 15, 1983

MEMORANDUM FOR LEE M. THOMAS  
Executive Secretary  
Emergency Mobilization Preparedness Board

SUBJECT: Minutes of EMPB Meeting

The minutes of the Eighth Board meeting are approved. I did note the reservations expressed by some Board members about the President approving the Plan, but understand that now, with one exception, the Board members no longer have these reservations. On balance, I believe a Plan without the President's approval would be a step in the wrong direction.



William P. Clark

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EIGHTH BOARD MEETING

JANUARY 12, 1983

Minutes

Any reference to classified material has been eliminated.

The meeting was chaired by General Boverie, who explained that Judge Clark had been called out on an emergency and that he expressed his regrets for not being able to attend.

The Acting Chairman opened the discussion by pointing out that the purpose of the meeting was to determine what changes may be needed to the Plan of Action in order to obtain approval from the Board. He indicated that the schedule called for Presidential approval of the Plan by the end of the month, and if necessary, another meeting would be called to resolve any final issues. He then turned the meeting over to the Executive Secretary, Lee Thomas, and requested that he lead the discussion.

Mr. Thomas stated that at the last meeting the Board dealt with issues concerning consistency in the language of the Plan and indicated that a number of changes had been made in the third draft to accommodate those concerns. He said that a more important issue, however, was whether the required funding for implementation measures should be included in the document. He observed that as a result of discussions at the last Board meeting, and subsequent Agency input, it was concluded that cost figures should not be included in the Plan, and they therefore had been reported separately. He indicated that cost issues would constitute a major part of this meeting's discussion. He stated that once the plan is approved, the Agencies will be expected to budget for the various components of the Plan giving them the highest priority consistent with those of the Administration.

Mr. Thomas stated that the overall costs for implementing the various components of the Plan add up to \$248 million (setting aside the Civil Defense program). He indicated that, of this figure, the Agencies have reported that \$221 million is within current or projected budgets, and that there is roughly \$27 million associated with milestones in the Plan that will require additional funding over the next two years. He then requested that the members raise any issues which should be discussed other than the funding issue, which would be discussed later in the meeting.

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Mr. Mares, DOE member, expressed concern with the language contained in the promulgation portion of the Plan which states that: "Departments and Agencies not directly assigned milestone responsibility are directed to meet the requirements of those Agencies who are designated responsible for the milestones. Each Department and Agency will program and budget the funds and personnel necessary to accomplish the measures described in this National Plan of Action." In this regard, he indicated that those Agencies not responsible in the Plan for a milestone may be tasked by the responsible Agency without having had the opportunity to evaluate the impact of the tasking on their budgets. Additionally, he also stated that the tasked Agencies may not have had opportunity to make input into the Plan, or the particular milestone involved, and such a circumstance could have hidden impact on such secondary Agencies which the Board may not fully appreciate. Mr. Mehle, Treasury representative, suggested that the term "cooperate with" rather than "are directed to meet the requirements of..." might be more appropriate language in this area of the promulgation statement.

Mr. Thomas reiterated the rationale behind designating a lead Agency to be responsible for each milestone and pointed out that the other agencies tasked in implementing the milestones had representatives on the Working Groups when the milestones were developed. He suggested therefore that there should have been participation from every agency tasked, and if the Agencies participated they should not be surprised. He pointed out that this should have been included in the budgeting considerations of the tasked agencies.

Mr. Mares stated that he realized that in the "real world" Agencies would tend to work out problems, rather than just accepting a tasking that had not been agreed to ahead of time, and that as long as he had assurance that such taskings could be negotiated, he would have no problem.

During additional discussion on the subject, the members generally agreed that if a lead agency tasks another agency for resources which are not available, the matter will be referred to the Board for decision.

In this regard, Mr. Rosenberry, the Veterans Administration observer, indicated that his agency (a non-member of the Board) had not programmed any funds for EMPB activities, especially for those milestones under the Health Work Group in which the VA is very active.

In response thereto, Mr. Lilley, EMPB Secretariat, stated that that was the reason VA's activities are shown as requiring additional funds.

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Mr. Giuffrida, FEMA member, stated that he would have difficulty understanding how the Plan could be implemented without all of these agreements on money being made before it goes to the President. He indicated that the Board was considering these budget items too late in the process for FY84, and except for FY85 and beyond, the budget items in the plan are no longer subject to negotiation.

Mr. Wright, OMB member, quoting from the President's December 17, 1981, memorandum which established the Board, pointed out that the policy statement and Plan of Action were to be formulated in light of the fiscal constraints operative through FY83, and that improvements in the national preparedness capabilities were to be accomplished through more effective use of existing resources and reallocation from less important programs. He concurred that it is very late in the budget negotiating process for those items in FY84, pointing out that the budget was about to go to print. He stated that supplemental requests would be too late for the present submission, and that the process had gone beyond the exception stage for FY84.

Mr. Thomas stated that FY85 is essentially the only year where there is room to add funds, and that the Board would have to consider reordering those items in the Plan requiring additional funding in FY84 to ensure that they are accomplished.

General Russell, NSC representative, pointed out in fact, that \$228 million is, included in current and projected budgets, and that only 10 or 12 percent would require additional funding. Mr. Sopper, HHS acting member, added that \$9 million of the \$27 million required in additional funds is for an HHS program. It was observed that an additional \$6 million of the \$27 million is included in one Agriculture program.

In the course of additional discussion on the subject of funding, the members generally agreed that some items in FY84 would have to be slipped to FY85 and that others could possibly be accomplished within budget. (Agencies should identify those milestones and schedule dates which require modification and report immediately through the Working Group).

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In continuing the discussion, Mr. Sopper expressed concern with the statement on page 2 of the third draft under "RESPONSIBILITIES" which requires that: "The Agencies shown in the Plan as responsible for timely completion of the milestones will report, by exception, to the Board through the Working Group Chairmen." He indicated that, from his Department's point of view, they would prefer to see the Working Group Chairman reporting through the Board member.

General Stilwell, DOD representative, observed that from an organizational and chain of command point of view, the Plan would require an Assistant Secretary or Deputy Assistant Secretary to report delinquencies of the heads of other Departments and Agencies. He suggested that protocol would be better served by having the agency that missed the milestone report to the Board. He observed that the Working Group is simply a mechanism of the Board, but the authority is vested in the Board members and that it is important to protect the prerogatives of the Department heads to report their own discrepancies.

Mr. Mehle, Treasury representative, commented that, although organizationally it may sound like a bad idea to have the Working Group Chairmen responsible for reporting such delinquencies, the reporting flow would be disrupted if the individual Agencies were required to report directly to the Board members. He suggested that if the latter were the case, the Working Group Chairmen would find it convenient to refer complaints on missed milestones directly to the Agencies involved. He recommended, therefore, that a copy of any delinquency report made by Working Group Chairmen to the Board be sent to the head of the delinquent agency as well.

Mr. Giuffrida stated that, as an Agency head himself, he would expect that his FEMA representatives to the Working Groups would report any missed milestones to him as well as to the Working Group Chairmen.

After additional discussion on the subject, Mr. Thomas suggested that a modification to the language in the promulgation statement might resolve the issue. The members generally concurred in a proposal that the language be modified.

In continuing general comments on the Plan, Mr. Mehle suggested that the document is altogether too detailed for the President to sign. He expressed the opinion that the President's signature would make him responsible for every last detail of the program, because parts of it will undoubtedly be changed after signature. Therefore, he recommended that the President sign a "cover memorandum" and that someone else, such as Judge Clark, sign the actual Plan of Action.

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Mr. Schmultz, DOJ member, stated that he was in total agreement. He pointed out that much of the detailed programs contained in the Plan were put in by the Agencies without benefit of the "scrubbing down" they would normally get through the regular budget process. Additionally, he expressed reservations about the President embracing significant expenditures for unpopular programs, such as blast shelter analyses contained in the civil defense portion of the Plan (page 41). He therefore concurred in the proposal that the President endorse the goals of the Plan, while letting someone else sign it. The FEMA and DOD representatives also expressed concurrence in the proposal.

In further discussion, General Boverie asked Mr. Wright, if he interpreted the language in the promulgation statement to mean that approval of the Plan of Action will exempt the items requiring additional funding in FY85 from the standard OMB budget reviews.

Mr. Wright indicated that it would be his recommendation to accept those items listed in FY84 and, where necessary, slip their funding. The funds would be identified by OMB and scrubbed through the normal process for the FY85 budget.

Mr. Giuffrida, in continuing the budget discussion, suggested that OMB take part in the two-day conferences scheduled in the Industrial Mobilization measure on restructuring the National Defense Stockpile (page 10 of the Plan). It was agreed that OMB would be invited to take part in the conferences and that the milestones would be changed to reflect that.

Mr. Mares suggested that it would be beneficial for the Secretariat to develop a macro-level priorities listing which cuts across the various planning areas. In the event that the Board has to rule on which measures will get funding, the members would then have the benefit of the priorities established by the Working Groups for each measure. The members concurred in the case of those measures requiring additional funding.

Mr. Savas, HUD representative, suggested that an index be developed as an attachment to the plan showing which agencies are responsible for the steps to accomplish each milestone. The members also concurred in the proposal.

Mr. Miller, acting DOI member, expressed concern about the imminent expiration of the Defense Production Act and how that will affect the emergency mobilization preparedness program. General Stilwell indicated that OMB, FEMA, and DOD are working several strategies to obtain an extension rather than a modification to the Act at this time. He indicated that the objective is to keep the Act alive and that the Agencies are actively pursuing that goal.

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Mr. Thomas called attention to revised language distributed prior to the meeting on the emergency communications measure for initiating a series of government/industry conferences to identify ways of accomplishing specific emergency telecommunications preparedness objectives (page 71 of the Plan). He explained that the White House staff had proposed revised language for the implementation measure different from that in the third draft. There were no objections to the revised language.

Mr. Thomas stated that an attempt will be made to accommodate all of the issues discussed at the meeting, and a fourth draft will be circulated with appropriate revision for Agency comments. He stated further that, not having heard any objections to the contrary, those measures in the Plan which are to be accomplished within budget, are now approved. He expressed the hope that another meeting would not be necessary to obtain final Board approval of the entire Plan, but if there were substantive objections another meeting would be scheduled.

The meeting adjourned at 5:10 p.m. Attendance list is attached.

Attachment

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ATTENDANCE LIST  
EIGHTH BOARD MEETING  
JANUARY 12, 1983  
INDIAN TREATY ROOM 474  
4:00 - 4:50 P.M.

(ALT)	Richard Boverie - Acting Chairman	National Security Affairs
(ALT)	Jerome W. Van Gorkom	Department of State
(ALT)	Roger Mehle	Department of the Treasury
(ALT)	Richard Stilwell	Department of Defense
	Edward C. Schmultz	Department of Justice
	Daniel Miller	Department of the Interior
(ALT)	George Bickerton	Department of Agriculture
(ALT)	Lawrence J. Brady	Department of Commerce
(ALT)	Alfred Zuck	Department of Labor
	Dale Sopper	Department of Health and Human Services
(ALT)	Emanuel C. Savas	Department of Housing and Urban Development
	Darrell M. Trent	Department of Transportation
	Jan W. Mares	Department of Energy
	Gary L. Jones	Department of Education
	Joseph R. Wright	Office of Management and Budget
(ALT)	<div style="border: 1px solid black; width: 150px; height: 20px; display: inline-block;"></div>	Central Intelligence Agency
(ALT)	Horace Russell	National Security Council Staff
(ALT)	Donald L. Felt, RADM	Organization of the Joint Chiefs of Staff
(ALT)	Ronald Frankum	Office of Science and Technology Policy
	Louis O. Giuffrida	Federal Emergency Management Agency
	Donald J. Devine	Office of Personnel Management
	Lee Thomas, Executive Secretary	Emergency Mobilization Preparedness Board
(OBS)	John P. Chase	Environmental Protection Agency
(OBS)	Alexander J. Eucare	General Services Administration
(OBS)	Robert L. Rosenberry	Veterans Administration
(OBS)	Thomas Stanley	Federal Communications Commission

STAT

ALT - Alternate

OBS - Observer